Memorandum



City Manager's Office

Date: February 19, 2015

To: Mayor and Councilmembers

From: Ken Jones, Deputy City Manager, CFO

Through: Andrew Ching, City Manager

Subject: Long-Range Financial Forecast Update

The Municipal Budget Office prepares two comprehensive annual Long-Range Financial Forecasts. The first, or Fall, forecast sets the tone for the development of the budget process in October. The second, or Spring, forecast provides a long-term view of how current-year budget decisions will impact the City's future finances. This is consistent with the City Council's stated priority of long-term financial sustainability. Historically, the first forecast update was developed as a result of economic challenges and the need to elicit City Council direction very early in the budget cycle to prioritize and implement significant changes. This second update, included with this memo, to be presented during your February 19th Work Study Session, is intended to provide the City Council with the most recent economic information and indicate whether financial strategies need to be adjusted, based on updated projections.

I will cover the General Fund in some detail during this update and provide an overview of the status of the other operating funds.

General Economic Conditions and Projections

Since the last long-range financial forecast in October, economic outlooks have softened slightly in most regional and statewide projections. Retail sales projections are still projected to improve, but are slightly weaker in most recent studies than they were in October. However, Tempe's economy is currently outperforming the forecasts for state and regional growth. We are projecting that Tempe's retail and development activity will continue to outperform our surrounding cities for the rest of the current fiscal year and into next fiscal year.

Overall, our five-year forecast for local revenues is better than our October projections. Following the expiration of the temporary sales tax in June, there is no need for budget reductions and the plan to restrict compensation growth has provided the desired results, to this point. However, there have been two significant changes to the General Fund Forecast since October. We had forecasted a \$1.1 million increase to the City's contribution to the Public Safety Personnel Retirement System (PSPRS) for next fiscal year, based on projections provided by PSPRS. We recently learned that our contribution for fiscal year 2015-16 is now estimated to increase by \$4.2 million (from \$14.1 million to \$18.3 million), with continuing increases projected for several years. This significant funding requirement will impact the projected compensation growth that we showed you in October. City contributions to the Arizona State Retirement System (ASRS) will decrease slightly next year (remaining around \$7.8 million).

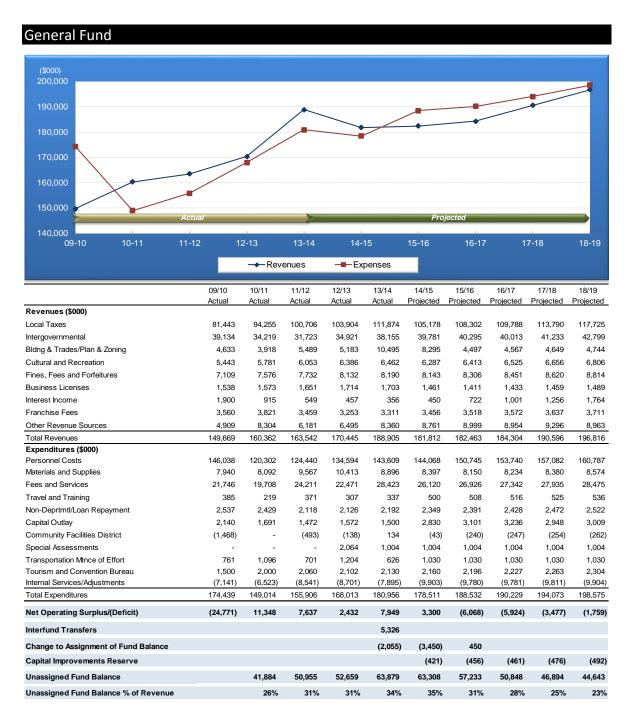
On a more positive note, we received the results of our most recent actuarial report for the City's Other Post-employment Benefits (OPEB) obligation, and our required contribution for the current year and next fiscal year have been reduced by approximately \$4 million (\$3.2 million in the

General Fund). As you recall, the OPEB obligation is related to the City's retiree healthcare plan. The effect of changing from a defined-benefit plan to a defined-contribution plan for all new employees and employees with less than ten years of service as of 2009, combined with the decision to make annual contributions to an irrevocable trust fund to address the liability, has significantly reduced the City's annual required contribution (ARC).

There are several issues that pose potential threats to the City's budget, but are not currently built-into our forecast. The combined magnitude of these issues and the fact that they are not controllable by the City should lead to a slightly more conservative budgeting approach:

- 1) Although the Governor has proposed reductions to State-shared sales taxes, no legislation has been approved and no adjustments have been made to our revenue forecast.
- 2) Legislation has been introduced, but not approved, to phase-out residential rental taxes.
- 3) The State Department of Revenue has taken over sales tax audits and will take over all remaining sales tax administration in January 2016. The forecast does not anticipate any negative impact on revenues, but we have concerns about the State maintaining our current levels of audit assessments and revenue collections.
- 4) No economic downturns are anticipated in the five-year forecast.

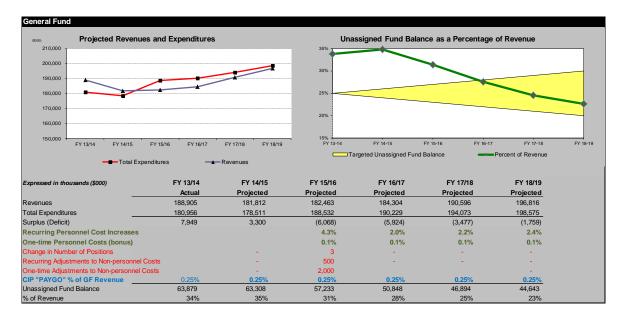
On the following pages, I will comment on any significant changes to the forecasts of the City's operating funds. Throughout this document dollar amounts are expressed in thousands of dollars, so add three zeros.



The figure above provides detail for line-item budget accounts. The figure on the following page is a snapshot of our interactive budgeting model; populated with "sample" budget decisions:

- 1) Projected growth in compensation by approximately 4.4% next year and 2.1% to 2.5% in subsequent years. This represents the cost of contributions to retirement systems, salary step increases included in current MOU's, 3% step increases for employee groups whose MOU's expire June 30, 2015, no market adjustments to the salary ranges and a 2.3% increase to the City's cost for health/dental/life insurance plans.
- 2) Three new positions added to the General Fund in 2015-16;
- 3) \$500,000 in recurring non-personnel costs and \$2 million in non-recurring costs added to the General Fund in 2015-16 to address the most critical supplemental budget requests.

The planned deficits throughout the forecast would result in a measured spend-down of fund balance that would enable the City to maintain current service levels while maintaining an unassigned fund balance within policy levels of 20% and 30% of annual revenue. The projected growth is not a recommendation by management at this point, but an example to demonstrate how projected resources could be allocated in future years and still comply with the fund balance policy. The graph on the right side of the figure shows how the unassigned fund balance stays above the policy minimum of 20% throughout the forecast period, as required by policy. We expect this General Fund forecast to change, slightly, by the time the City Manager presents his proposed budget in April, based on input from the City Council and further analysis of departmental needs.



This forecast for the General Fund shows improved fund balance projections for the current year for the following reasons:

Revenues

- 1. Taxable sales in FY 2014-15 are expected to exceed what was projected in October.
- 2. Building, planning & engineering permit fees are exceeding projections, mostly due to the very aggressive building schedules of current developments. FY 2014-15 development-related revenues are expected to be \$2.5 million above the October forecast.
- 3. Revenues from cultural & recreational fees are projected to be \$700,000 above October's forecast for FY 2014-15.

Item #2 above contributed greatly to the larger fund balance at the end of fiscal year 2014-15, but is assumed to be non-recurring. The other factors have contributed to moderately improved revenue forecasts going forward.

Expenditures

- 4. Departments continue to exercise restraint and underspend their budgets wherever possible. In addition, lower than anticipated fuel costs have resulted in additional savings.
- 5. The OPEB expense for FY 2014-15 was reduced by a recurring savings of \$3.2 million in the General Fund, based on an updated actuarial analysis and report.
- Healthcare costs for 2015-16 are projected to be \$575,000 lower than the October forecast.

Unassigned Fund Balance as a % of Revenue

Water/Wastewater Enterprise Fund 85,000 80,000 75,000 70,000 65,000 60,000 11-12 12-13 13-14 14-15 15-16 16-17 17-18 18-19 10-11 ----Expenditures ----Revenues 09/10 11/12 12/13 13/14 14/15 15/16 16/17 17/18 18/19 10/11 Projected Revenues (\$000) Charges for Service-Water 32,813 35,796 40,242 42,304 45,425 47,612 48,785 49,958 51,437 51,539 Charges for Service-Wastewater 27.512 33.322 32.277 31.941 32.599 30.740 31.522 32.278 32.924 32.990 228 257 887 1.227 1.449 Interest Income 789 562 267 308 631 520 Land and Facility Rental 520 509 520 520 520 Loan Repayment 41 21 Other Miscellaneous Revenue 787 105 1,979 662 1,491 70 132 110 127 127 Total Revenues 61,781 70,998 75,284 75,655 80,292 79,250 81,071 83,233 85,715 86,105 Expenditures (\$000) Personnel Costs 17,686 14,241 14,588 15,559 15,384 14,170 14,638 14,788 15,022 15,006 Materials and Supplies 3,799 4,038 4,660 4,962 3,757 6,161 6,362 5,927 6,034 6,142 Fees and Services 12,497 13,260 12,103 11,009 11,737 14,029 14,333 14,712 15,102 15,504 Travel and Training 122 92 76 52 52 173 176 179 182 185 Debt Service 28,940 31,995 32,694 33,199 33,732 34,634 34,211 37,775 39,464 40,452 Transfers to CIP 448 436 430 223 214 2,836 454 3,374 901 1,970 3,264 3,240 3,241 3,250 3,281 Internal Service Charges 2,215 1,575 1,724 1,812 2,239 2,450 2,463 Indirect Cost Allocations 2,146 1,853 1,985 2,104 2,432 2,432 2,440 Contingency 1,000 Total Expenditures 67,853 67,491 68,260 68,920 69,086 78,714 75,845 82,428 82,394 84,013 5,226 2,093 Net Operating Surplus/(Deficit) (6,072) 3,507 7,024 6,735 11,206 536 806 3,321 65,211 **Unassigned Fund Balance** 34,403 39,687 46,750 54,006 65,747 70,973 71,779 75,099 77,192

The Water/Wastewater Fund is stable. The forecast assumes continued rate studies to update the approved rate modification plan. The most recent rate increases were significantly lower than what had been projected in the plan.

81%

83%

88%

86%

90%

Solid Waste Enterprise Fund 16,000 15,000 13,000 12,000 10-11 12-13 13-14 15-16 16-17 18-19 09-10 11-12 14-15 ----Expenditures --- Revenues 09/10 11/12 12/13 13/14 14/15 15/16 16/17 17/18 18/19 10/11 Actual Actual Actual Actual Actual Projected Projected Projected Projected Projected Revenues (\$000) Charges for Services 14,958 15,157 14,866 14,447 14,400 14,796 14,408 14,433 14,462 14,490 Interest Income 67 47 35 27 18 25 26 21 0 0 Other Revenue Sources 251 212 26 (81) 43 166 166 215 307 307 **Total Revenues** 15,275 15,416 14,927 14,394 14,461 14,987 14,600 14,668 14,768 14,797 Expenditures (\$000) 5,602 5,327 5,356 5,305 5,371 5,428 5,516 5,536 Personnel Costs 5,260 5,571 180 216 220 223 227 232 Materials and Supplies 93 172 170 219 3,683 Fees and Services 3,252 3,502 3,487 3,639 3,743 3,485 3,547 3,553 3,617 Travel and Training 10 40 24 24 25 25 25 2,374 Capital Outlay 2,046 1,149 1,243 312 2,285 3,081 2,395 2,307 2,374 Internal Service/Adjustments 3,035 2.569 2,931 2,992 3,359 3,726 3.699 3,699 3,710 3,746 Indirect Cost Allocations 0 350 807 866 953 996 988 988 991 1,001 Transfers 782 752 350 541 371 202 202 202 202 202 Total Expenditures 14,812 13,832 14,287 14,143 16,251 17,033 16,447 16,425 16,663 16,799

The forecast for the Solid Waste Enterprise Fund does not assume any rate modifications during the forecast period. Public Works management has been implementing efficiency measures to reduce the cost of operations and is now performing a rate analysis. A rate modification plan will be developed and presented to the City Council for consideration and possible implementation in 2015-16.

251

7,424

52%

(1,790)

(88)

5,547

38%

(2,046)

3,500

23%

(1,847)

1,653

11%

(1,757)

(104)

-1%

(1,895)

(1,999)

-14%

(2,002)

(4,001)

-27%

1,584

6,847

44%

640

7,078

47%

463

Net Operating Surplus/(Deficit)

Fund Balance as a % of Revenue

Accrual Basis Adjustments

Ending Fund Balance



The Golf Enterprise Fund continues to generate increased revenues and is projected to perform slightly better than break-even in the remaining years of the forecast. Planned improvements to the irrigation system at the Rolling Hills Golf Course could further stabilize the fund.

Unassigned Fund Balance as a % of Revenue

Transit Special Revenue Fund 70,000 65,000 60,000 55,000 50,000 40,000 10-11 11-12 12-13 13-14 14-15 15-16 16-17 18-19 09-10 --- Revenues Expenditures 09/10 Projected Projected Projected Actual Actual Actual Actual Actual Projected Revenues (\$000) Transit Tax 27,891 30,172 30,087 33,539 35,837 36,810 37,079 38,396 39,676 29,012 LTAF II 184 475 476 477 476 476 476 476 476 ASU-Flash Transit 721 856 874 814 820 903 919 936 952 969 404 430 178 102 463 474 Interest Income 339 148 302 356 Light-Rail Fares 2,603 2,972 3,521 3,814 3,603 3,847 3,435 3.441 3,448 3,993 Out of Jurisdiction Svc Revenue 10,473 8,923 7,960 7,357 EVBOM Maint & Fuel (RPTA) 182 6,236 6,313 6,433 6,549 6,667 6.652 PTF Funding 2,241 2,003 2,270 2,166 2,849 2,906 2,945 3,007 3,086 2,145 4,906 **Bus Fares** 4,992 4,867 4,877 4,887 4,897 1,891 4,570 9,523 2,534 2,546 Miscellaneous Revenue 4,336 4,916 4,065 2,511 2,523 Total Revenues 46,408 48,533 50,180 54,596 56,831 59,643 58,549 59,075 60,723 62,793 Expenditures (\$000) 2.681 2.911 3.032 2.297 2.350 2.366 Personnel Costs 4,027 2.869 2.282 2.344 3.680 3.944 3.805 5.230 3.670 4.561 4,714 4.930 5.028 5.128 Materials and Supplies 42,892 38,643 35,391 37,407 36,268 40,806 41,794 44,068 49,630 Fees and Services 40,183 Travel and Training 11 8 3 6 15 16 16 16 3 15 Capital Outlay 61 17 49 214 168 72 285 52 53 54 5,186 5 275 4 247 4 668 4 663 4 658 4 659 4 658 4.657 Debt Service 5 313 Internal Svc Charges/Adjmts 751 248 280 222 980 980 990 340 984 977 188 Contingency 108 110 112 178 Indirect Cost Allocations 656 633 617 560 698 810 804 800 800 810 New Transit Tax CIP Funding 5.390 6,601 5,030 2,478 367 959 3,760 4,721 57,255 61,484 **Total Operating Expenditures** 51,464 48,613 50,389 53,379 59,222 60,511 63,255 66,420 (2,935)Net Operating Surplus/(Deficit) (10,847) (2,931)1.567 4.207 3.451 422 (1,436)(2,533)(3,628)Fund Balance Assigned for Debt Retirement 8,500 8,500 8,500 8,500 8,500 72,170 **Unassigned Fund Balance** 86,341 72,956 27,571 31,022 31,444 28,508 27,073 24,540 20,912

The Transit Fund receives the majority of its funding from the dedicated 0.5% Transit Tax. The fund has stabilized since the dip in sales tax revenue during the downturn in the economy. For 2014-15, transit tax collection improved by nearly \$2.5 million. The fund balance is healthy this year. Going forward, the forecast includes proposed new Orbit service and increased Streetcar O&M, which combine to create a structural deficit, which will need to be addressed as the new services are developed. No expenditures are included for construction of the streetcar project.

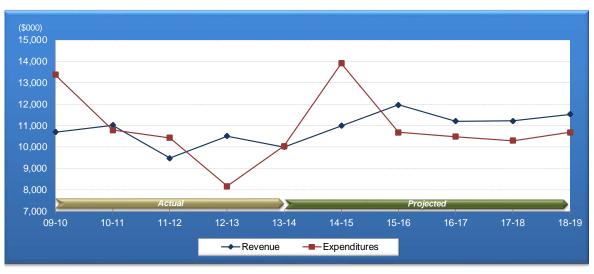
55%

53%

46%

33%

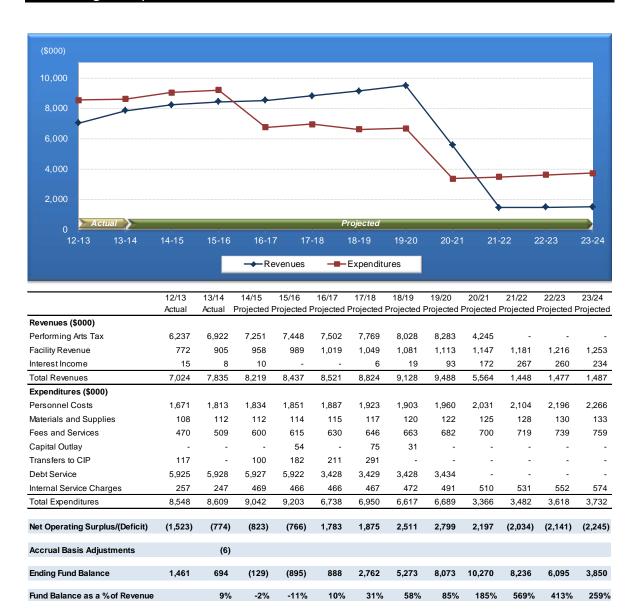
Transportation (HURF) Special Revenue Fund



| | 09/10 | 10/11 | 11/12 | 12/13 | 13/14 | 14/15 | 15/16 | 16/17 | 17/18 | 18/19 |
|---------------------------------|---------|--------|--------|--------|--------|-----------|-----------|-----------|-----------|-----------|
| | Actual | Actual | Actual | Actual | Actual | Projected | Projected | Projected | Projected | Projected |
| Revenues (\$000) | | | | | | | | | | _ |
| Highway User Revenue Tax | 9,422 | 9,503 | 8,098 | 8,856 | 9,125 | 9,748 | 10,736 | 9,953 | 9,940 | 10,249 |
| Miscellaneous | 516 | 420 | 682 | 479 | 257 | 216 | 202 | 225 | 252 | 257 |
| Maintenance of Effort Transfer | 761 | 1,096 | 701 | 1,177 | 626 | 1,030 | 1,030 | 1,030 | 1,030 | 1,030 |
| Lottery Transfer to Transit | - | - | - | - | - | - | - | - | - | - |
| Total Revenues | 10,700 | 11,020 | 9,481 | 10,512 | 10,009 | 10,994 | 11,968 | 11,208 | 11,221 | 11,536 |
| | | | | | | | | | | |
| Expenditures (\$000) | | | | | | | | | | |
| Personnel Costs | 5,245 | 3,176 | 3,048 | 3,554 | 3,917 | 4,423 | 4,423 | 4,485 | 4,351 | 4,414 |
| Materials and Supplies | 465 | 367 | 424 | 457 | 580 | 770 | 784 | 796 | 810 | 827 |
| Fees and Services | 2,065 | 2,105 | 1,892 | 1,936 | 2,058 | 2,367 | 2,435 | 2,504 | 2,577 | 2,654 |
| Travel and Training | 17 | 7 | 10 | 12 | 8 | 19 | 20 | 20 | 20 | 21 |
| Capital Outlay | 549 | 236 | 107 | 77 | 227 | 1,161 | 806 | 518 | 362 | 576 |
| Debt Service | 2,770 | 2,770 | 1,550 | 500 | - | - | - | - | - | - |
| CIP Pay as you go | - | - | - | - | 1,427 | 3,277 | 350 | 300 | 300 | 300 |
| Loan Repayment | 310 | 310 | 3 | 3 | 3 | 5 | 5 | 5 | 5 | 5 |
| Internal Service Charges | 1,035 | 974 | 2,758 | 983 | 1,062 | 1,016 | 1,009 | 1,009 | 1,012 | 1,021 |
| Indirect Cost Allocations | 927 | 854 | 641 | 654 | 758 | 876 | 854 | 854 | 857 | 865 |
| Total Expenditures | 13,383 | 10,800 | 10,433 | 8,177 | 10,041 | 13,914 | 10,685 | 10,491 | 10,294 | 10,682 |
| Net Operating Surplus/(Deficit) | (2,683) | 220 | (952) | 2,335 | (32) | (2,920) | 1,283 | 717 | 927 | 854 |
| Accrual Basis Adjustments | | | | | - | | | | | |
| Ending Fund Balance | | 4,521 | 6,747 | 8,120 | 8,088 | 5,168 | 6,450 | 7,167 | 8,094 | 8,948 |
| Fund Balance as a % of Revenue | | | | | 81% | 47% | 54% | 64% | 72% | 78% |

The Transportation Fund receives the large majority of its funding from State-shared Highway User Revenue Funds (HURF). The City uses the money to fund street improvements. After sweeping over \$6.8 million from the City's distribution from 2004 through 2014, the Legislature has partially restored the annual sweeps. For FY 2015-16 and forward, HURF tax collections are expected to improve slightly, thus remaining solvent.

Performing Arts Special Revenue Fund



Approximately 90% of the revenue in the Performing Arts Fund is derived from the City's 0.1% Arts Sales Tax. The rest is received from users of the Tempe Center for the Arts (TCA).

Revenues are not sufficient to cover current expenditures and the fund balance is expected to be depleted this fiscal year. A cumulative deficit of approximately \$0.9 million is expected to build through 2015-16, when half of the debt issued to build the TCA will be retired, resulting in a reduced annual debt service cost of \$2.5 million. At that point, the annual surplus will grow to approximately \$2.8 million by 2020 when the Arts Tax expires and the remaining debt is retired. The ongoing structural deficit after 2020 is projected to be approximately \$2 million.

Community Services management continues to explore opportunities for the Performing Arts Fund to ensure stability after 2020.

Forecast Growth Rates - February 19, 2015

| Revenues | FY 14/15 | FY 15/16 | FY 16/17 | FY 17/18 | FY 18/19 |
|------------------------------------|---------------|-----------------|-----------------|-----------------|--------------|
| Taxable Sales Growth | 9.0% | 2.7% | 0.7% | 3.6% | 3.3% |
| General Fund Sales Tax Revenue* | -8.0% | 2.7% | 0.7% | 3.6% | 3.3% |
| Total Sales Tax Rate | 1.8% | 1.8% | 1.8% | 1.8% | 1.8% |
| General Fund | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% |
| Transit Fund | 0.5% | 0.5% | 0.5% | 0.5% | 0.5% |
| Performing Arts Fund | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% |
| Primary Property Tax Levy Growth | 5.0% | 4.0% | 4.0% | 4.0% | 4.0% |
| Bed Tax Taxable Sales Growth | 6.7% | 4.3% | 4.5% | 4.1% | 3.9% |
| Bed Tax Rate | 5.0% | 5.0% | 5.0% | 5.0% | 5.0% |
| City Population Growth | 0.2% | 0.2% | 0.2% | 0.2% | 0.2% |
| State Population Growth | 1.4% | 1.5% | 1.7% | 1.8% | 1.8% |
| State Shared Income Tax Growth | 8.8% | -0.6% | -2.4% | 0.9% | 2.4% |
| State Shared Sales Tax Growth | 2.6% | 3.6% | -0.2% | 5.6% | 5.6% |
| State Vehicle License Tax Growth | -5.5% | 1.8% | 3.7% | 3.5% | 3.5% |
| Building and Trades Growth | -21.0% | -45.8% | 1.6% | 1.8% | 2.1% |
| Cultural and Recreational Growth | -2.7% | 2.0% | 1.8% | 2.0% | 2.2% |
| Fees, Fines, Forfeitures Growth | -0.6% | 2.0% | 1.8% | 2.0% | 2.3% |
| Business Licenses Growth | -14.2% | -3.4% | 1.6% | 1.8% | 2.1% |
| Expenditures | FY 14/15 | <u>FY 15/16</u> | <u>FY 16/17</u> | <u>FY 17/18</u> | FY 18/19 |
| Salary Growth | 1.1% | -0.7% | 0.0% | 0.3% | 1.0% |
| FICA (% of payroll) | 7.7% | 7.7% | 7.7% | 7.7% | 7.7% |
| State Retirement (% of payroll) | 11.60% | 11.47% | 11.51% | 11.48% | 11.48% |
| Police Retirement (% of payroll) | 35.12% | 44.70% | 45.51% | 45.40% | 45.33% |
| Fire Retirement (% of payroll) | 38.79% | 49.67% | 50.56% | 50.44% | 50.37% |
| Health, Dental, Life Actives | 7.5% | 2.3% | 8.2% | 8.2% | 8.2% |
| Health, Dental, Life Retirees | -34.2% | 5.8% | 1.4% | 5.6% | -4.8% |
| Mediflex Growth | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| Other Fringe Benefits Growth | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| General Inflation | 1.8% | 1.8% | 1.6% | 1.8% | 2.1% |
| Electricity Inflation | 3.4% | 3.3% | 3.3% | 3.3% | 3.3% |
| Water Inflation | 0.0% | 5.0% | 0.0% | 3.0% | 0.0% |
| | | | | | |
| Sewer Inflation | 0.0% | 5.0% | 0.0% | 2.0% | 0.0% |
| Sewer Inflation Gasoline Inflation | 0.0% -5.4% | 5.0% -4.3% | 0.0% -0.5% | 2.0% 1.7% | 0.0% 3.1% |

^{*} A .2% temporary sales tax expired 7/1/14.